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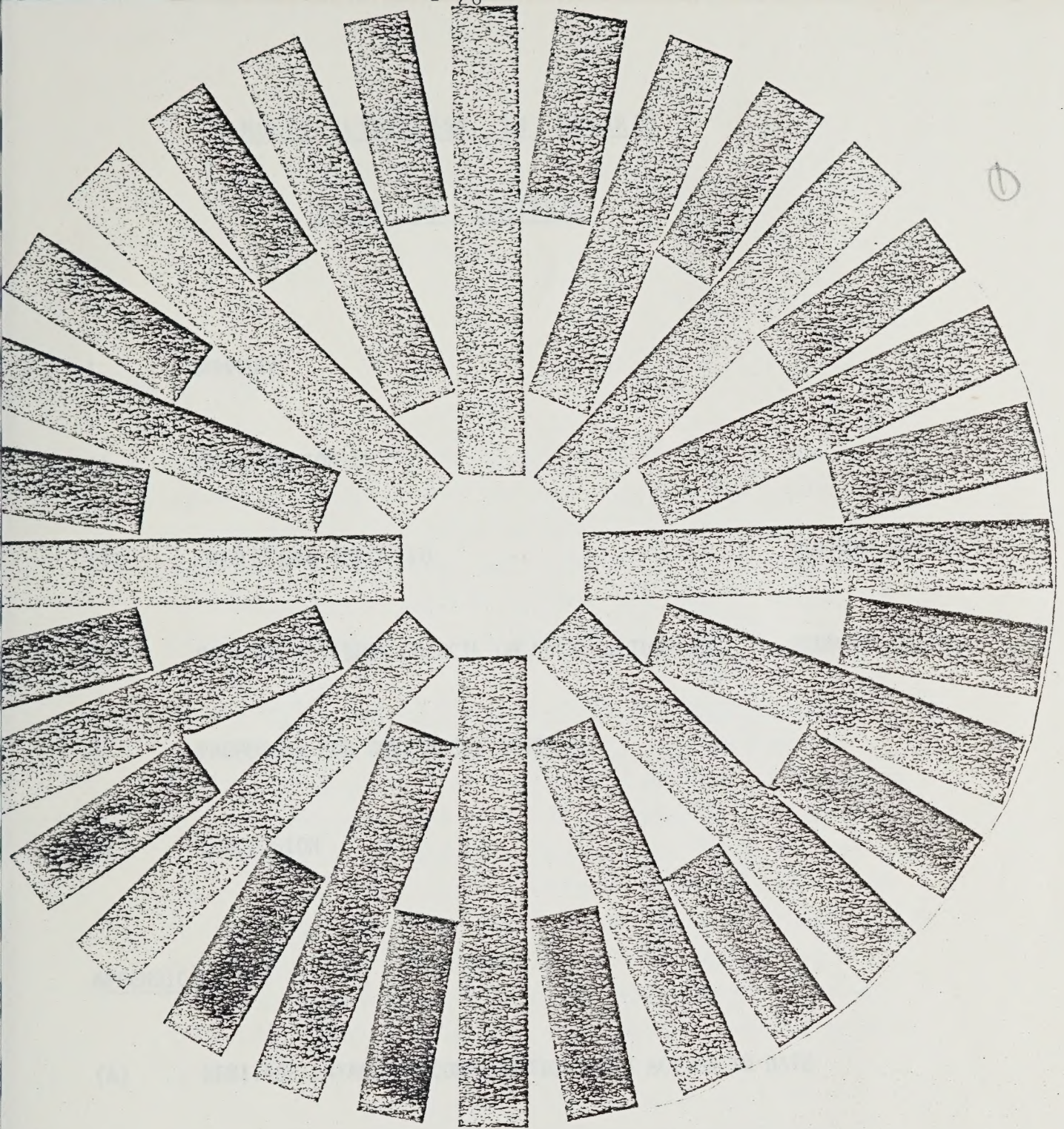
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MULTICULTURALISM IN ONTARIO

A Status Report to the
Ministry of Culture and Recreation
Government of Ontario

JUNE, 1975

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MULTICULTURALISM IN ONTARIO



Government of Ontario

July, 1975

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MULTICULTURALISM IN ONTARIO

SUMMARY

I. THE PROBLEM

1. The function of Policy is to provide the foundation upon which action can be based, being the public expression of an intention by a government which describes the outline of present and forthcoming concrete programs. In the area of multiculturalism the challenges outlined above reflect the apparent absence of a definitive Government commitment to a policy view.
2. There is at present no clear-cut publicly recognized Ontario Government policy respecting multiculturalism in Ontario. There are at present no clearly defined parameters for Ontario's commitment to unity with diversity involving the participation of all ethnocultural groups in our society. It is not publicly appreciated that the Ontario Government enunciated clearly in the Second Constitutional Conference in February, 1969 that, "Canada should be a bilingual country while maintaining its multicultural character." It is not generally perceived that the Ontario Government regards as an urgent provincial priority increased assistance to native people.
3. The concerns outlined above reflect current attitudes since the HERITAGE CONGRESS held in June, 1972. The Ontario Government has responded and is continuing to respond to the recommendations of HERITAGE ONTARIO, the recommendations of the Ontario Advisory Council on Multiculturalism and to the recommendations of Native advisory groups and Francophone organizations, but there has been no coherent, overall updating and enumeration

of Government action to date, resulting in considerable public criticism and ignorance of the Government's commitment in this whole area.

II. ALTERNATIVES

- (a) Take no action
- (b) Statement of Ontario Government Policy on which programs are based to attain the following goals:
 - (1) Increased opportunities for Native peoples;
 - (2) Increased opportunities for Franco-Ontarian activity;
 - (3) Improvement in newcomer integration and assistance programs;
 - (4) Improvement in ethnic heritage and intergroup development programs.

III. RECOMMENDATIONS

- A) Policy A major statement by the Government of Ontario on multiculturalism promoting unity, pride of achievement, good citizenship, public awareness and contributing to the quality and richness of life in Ontario.
- B) Program Specific enumeration of Government programs in this area in one document, outlining new initiatives in response to recommendations of various advisory groups.

I
C) Funding

Increased funding in this whole area, cultural activity in its broadest sense, should be possible now via the proceeds from Wintario:

- (1) Increased opportunities for Native peoples;
- (2) Increased opportunities for Franco-Ontarian activity;
- (3) Improvement in newcomer integration and assistance programs;
- (4) Improvement in ethnic heritage and intergroup development programs.

INTRODUCTION

THE BACKGROUND

People are Ontario's most precious and varied resource.

Cultural diversity has always been a part of Ontario's makeup, with its population composed of the Anglo-Saxon majority, Franco-Ontarians, the native peoples and the remaining one-third -- people of other origins. Today's Ontario is a living example of a pluralistic and cosmopolitan society.

As a result of the steady and heavy inflow of people averaging some 150,000 per year in Canada, the population of Ontario alone increased by some 1.6 million in the past 20 years -- including more than half the total immigration to Canada.

In 1963 the Prime Minister of Canada appointed the Royal Commission on Bilingualism and Biculturalism, to recommend the means "to develop the Canadian Confederation on the basis of an equal partnership between the two founding races, taking into account the contributions made by other ethnic groups to the cultural enrichment of Canada, and the measures that should be taken to safeguard that contribution."

Whereas Volumes I-III of the B&B Report resulted in great gains for English-French bilingualism in Canada, Volume IV -- The Cultural Contributions of the Other Ethnic Groups -- created a greater public awareness of Canada's multicultural nature. This increased awareness was reflected on October 8, 1971 in the Federal Government's official policy statement on multiculturalism.

At the Provincial level of government, various conferences have been held across Canada to discuss questions of cultural pluralism raised by Volume IV of the B&B Report. The Manitoba Mosaic Congress, convened in Winnipeg in October 1970, and the Alberta Multicultural Conference, held in July 1971, both dealt with changing programs and developing Provincial policies of multiculturalism,

HERITAGE ONTARIO was designed with this awareness in mind. It was the first Congress of its scope to be held in Canada. This Government of Ontario project was first announced in the 1971 Speech from the Throne.

The Government of Ontario, both in constitutional discussions and in program development, has affirmed its commitment to unity with diversity. This was enunciated clearly in the second Constitutional Conference in February of 1969, when the Government of Ontario stated, "Canada should be a bilingual country while maintaining its multi-cultural character." Since that time there has been a growing appreciation of this concept in Ontario and more importantly of the need to respond to it in tangible terms.

Chronology

- | | | |
|---|-----------------------|---------------|
| - Lead-up to HERITAGE ONTARIO | June 1971 - June 1972 | |
| - HERITAGE ONTARIO CONGRESS | June 2-3, 1972 | |
| - HERITAGE ONTARIO Report | February, 1973 | |
| - Ontario Advisory Council on Multiculturalism established | | October 1973 |
| - Ontario Advisory Council on Multiculturalism Report | | November 1974 |
| - Ontario Government Statement on Multiculturalism in Ontario | | July 1975. |

In its Statement on Multiculturalism, the Government's response is really two-fold:

1. to the recommendations of the ONTARIO HERITAGE CONGRESS itself, and
2. to the recommendations of the Ontario Advisory Committee on Multiculturalism, for which see the Annual Report for 1974.

It should be noted here, however, that in tangible terms the Government has been seen to be somewhat reluctant to take meaningful steps as proposed in the recommendations of both reports. Some, of course, fall outside Ontario's jurisdiction, but unfortunately most of the recommendations to the Ontario Government contained inherent administrative difficulties. In this regard there was the obvious problem of

co-ordinating the response of our Government in areas affecting many other Ministries, e.g. Education, Colleges and Universities, Labour, etc.

However, the fundamental difficulty was that until the establishment of the Ministry of Culture and Recreation there has been no clearly defined locus, let alone focus, to this subject area. Even now:

- . The Ontario Human Rights Commission is in the Department of Labour;
- . The citizenship and multicultural activities are within the Ministry of Culture and Recreation;
- . The Advisory Council on Multiculturalism reports to the Provincial Secretary for Social Development;
- . Program 20 covering ethnic advertising and multi-lingual response is in the Ministry of Industry and Tourism;
- . Advisory staff on multicultural problems are in the Premier's Office;
- . The response to the federal government's green paper seems to be solely emanating from Treasury;
- . Community and Social Services seems to be co-ordinating the concept of multi-service centres;
- . The Ontario Economic Council continues to express views in this general area;
- . The Ministry of Labour has a Committee on Construction Safety - Immigrant Workers; and so on.

This lack of co-ordination is also reflected in the Government's approach to the Francophone community with at least seven responsibility centres

in different ministries. To some degree, it is also to be seen in the Government's approach to Native Affairs, although a newly strengthened Interministry Committee on Native Affairs (at Deputy Provincial Secretary level) and a new Ontario Council of Chiefs which meets with the Premier and Cabinet, hopefully heralds a new era.

III

HERITAGE ONTARIO - CURRENT STATUS

The HERITAGE ONTARIO Recommendations fall into several categories:

- I) Requests for policy
- II) Requests for information on policy
- III) Requests for research
- IV) Requests for program

I. POLICY

- A) The requests for policy deal primarily with citizenship and immigration legislation. Bill C-20 seems to answer many of the requests and the national debate on immigration and the amendment of the Citizenship Act create opportunities for input on immigration policy. The Province should definitely respond to the Federal Green Papers on Immigration (viz. Section 95 of the British North America Act).
- B) Recommendation 1.1 requests government policy on "the status of English and French vis a vis all other languages". Provision for third language instruction in the schools and specialized multi-lingual settlement support for immigrants is consistent with our aim to foster inter-cultural interaction and appreciation of diverse traditions and backgrounds. Each Ministry could organize a Multicultural Committee (as the Ministries of Education and Labour have done) to monitor ethnic interests and specifically the dissemination of information to ethnic communities. Such a program could be co-ordinated by Culture and Recreation.

- C) Though many action programs for guaranteeing access to professions (Recommendation 1.6) are being developed, there is a need for
- 1) liaison to advise employers what is available for employees
 - 2) more orientation classes
 - 3) the development of pre-arrival orientation materials and programs which relate to working in Canada
 - 4) more study groups on "career ladder building" to provide opportunities for in-service training
 - 5) examination of licensing standards, etc. to see that the training required relates directly with the job demands.
- D) Recommendation 2.2 (also included with the Council's Culture section) asks government to "define its policy with respect to support of fine and popular arts". Such a definition seems contrary to artistic creativity. However, the guidelines which do exist and the process of applying for support should be circulated in pamphlet form. This appears to be more a request for information which is already available than a request for new policy.
- E) Recommendation 3.2 requests public support for private language and culture courses. I question the legitimacy of this request, but feel that school boards should continue to make facilities available to these language/culture groups as well as to all other community groups on a fair and equal basis.
- F) Recommendation 5.3 appears to request ethnic quotas for the Civil Service. This "reverse" discrimination would be inconsistent with the Ontario Human Rights Code.
- G) Recommendation 7.1 requests government to establish or support multi-lingual social service centres (mini-Welcome Houses). Pressure has been mounting in a number of areas (Ottawa, London, Kingston, Sault Ste. Marie, etc.) for funding of these service centres. From my own observations (in Ottawa our "shoe-string" operation reaches 600 monthly) these centres are necessary, and it would appear that the government should clarify its support of them.

This could best be done by developing a funding formula, similar to that of community information centres. This formula would: 1) ensure the coordination of all resources available from all levels of government and the private sector 2) make funding of centres consistent and equitable 3) remove government from the direct delivery of what should be a community service.

II. INFORMATION

- A) Recommendation 2.1 requests information on cultural support. This Ministry should consolidate a Directory of Support indicating all funding sources, criteria, application procedures, etc.
- B) Recommendation 2.2. would be answered by A (above). Recommendation 2.3 could be partially answered by A (above) if there were a description of Ministry field presence and field programs such as Outreach Ontario.
- C) The Council's first recommendation on language and education requests information on "policies of government in the area of third language instruction". There are policies in this area and these should be disseminated to the public. Again a need for a simple pamphlet advising on policy and the procedure for requesting program.
- D) Many of the recommendations have been answered or partially answered (3.5, 3.6, 4.1, 4.3, 7.3) and policy information together with procedure for implementation needs to be more widely circulated.

III. RESEARCH

- A) Recommendation 1.5 requests research on the citizenship status of all Ontario residents. Though I have not seen the completed study, research by the Federal Government has been done and I do not know of any application. I think the Government can act more positively in terms of program by attempting to give the immigrant the choice of citizenship by:

- a) developing citizenship promotion and training techniques.
(Within present Citizenship Branch budget limitations this program seems doomed.)

A study could diagnose the cause and assist in the development of program but it may only validate what we already suspect are "causes".

- B) Recommendation 7.2 dealing with studies into the construction industry and unions seems very difficult to implement except as informal study groups for particular problems. The Human Rights Commission receives complaints on discrimination, (though complaints by exploited immigrant workers appear to be rare) and Labour Safety Council is developing safety programs for particular groups. The Human Rights Commission seems to be assuming a role in public education and should be in a position to advise immigrant employees on their rights and the method of reporting discrimination. Public education is the key underlying this recommendation.

IV. PROGRAM

Program areas identified by the recommendations which are in need of development/expansion:

- A) (1.5) Citizenship promotion and training (see Part III (A) of this paper).
 - a) At present there are fewer than 10 classes in the Province and no promotional program.
- B) (1.6) Employment orientation:
 - a) Though a number of programs are offered by various ministries there is a need to consolidate information on resources.
 - b) Pre-arrival or immediate post-arrival orientation programs could be developed to allay future difficulties in adjusting to the Canadian work scene.
 - c) Most essential seems to be on-going liaison with the private sector, and intergovernmental liaison to ensure that programs are developed in response to the immigration of manpower, and that these programs are distributed in a way to encourage the proper distribution of population. In other words, services might be used as an incentive for settlement of new manpower in areas of great employment needs.
- C) (2.3) (2.6) Support of cross cultural activities in all areas:
 - a) I believe that funding of folk arts is a legitimate role of government and that social exchange creates opportunity for greater dialogue between groups. This funding should be consolidated into one grants budget (either Citizenship Branch or the Arts Council).

- b) Since the Human Rights Commission and Citizenship Branch both accept the function of inter-group sensitization and public education, I think these program areas could be usefully amalgamated. This amalgam under the Human Rights Commission could: coordinate resources available for this program, coordinate delivery of programs, and link program development to actual discrimination complaint areas.
 - c) Sensitization of all areas of society, is the aim, but it can begin more modestly by concentrating on basic public services: education, health, social services, etc. This has been the Branch's current approach, but it has been hampered by inadequate resources.
- D) (3.3) Ethnocultural study programs:
- a) With colleges and universities limited in their capacity for program development, the Government should consider what special incentives can be provided to stimulate ethnocultural study programs. The number of study programs relates unfavorably to the portion of the population made up of distinctive ethnocultural groups.
- E) (3.5) Ensuring public participation:
- a) Basic to the participation of any groups in the educational system is an appropriate means of dialogue. At present mothers and pre-schoolers programs held in schools link parents with principals and school staff, creating opportunity for future contact. This program is desperately in need of funding and should be expanded, where necessary, to include fathers. A family approach to educational services to newcomers by the educational system is the best means of ensuring continuing contact and dialogue.

- b) Shorter term programs of orientation to the Canadian school should be encouraged by the Ministry of Education with resource support provided by Citizenship Branch or Human Rights Commission, etc.
- F) (4.4) Community television for self portrayal programs:
 - a) To date efforts of Citizenship Branch have been directed towards orientation and language training via the media.
 - b) OECA should be directed to develop in consultation with Citizenship Branch a series dealing with the various ethnic groups. This method of sensitization can be received by a much greater audience than any other current sensitization program (eg. seminars, workshops, etc.) and might be usefully added to the Government's sensitization repertoire.
- G) (7.4) Given the unique multicultural make-up of Toronto, it follows that Ontario Teachers College should require training in ESL and/or inter-cultural education. The Ministry of Education should set guidelines requiring that all prospective Toronto teachers receive this training. A course in ESL/intercultural education is being developed as an option; it should be a required course.
- H) (7.5) ESL expansion and specialization:
With more and more boards and colleges assuming this function, ESL instruction seems hampered by:
 - 1) No professional status, accreditation of teachers:
 - a) guidelines are needed from Ministry of Education.
 - 2) No consistent funding policy for classes (the capability and willingness of colleges and boards to provide classes varies greatly).
 - a) a review of funding anomalies is needed together with guidelines providing incentives for developing this essential service.

3) Ineffective means of reaching the many non-English residents who cannot or do not attend ESL classes:

- a) Citizenship Branch should turn its efforts away from material development (which with proper incentives to the publishing industry, could be produced commercially, except in the case of TESL Talk, and Newcomer News) and concentrate on program development.

The Branch should design programs to reach the "unreachables", the great numbers who do not attend classes. And in addition to the present expansion of programs which should be incorporated into the educational programing of boards and colleges, these programs should be developed:

- i) on-the-job training;
- ii) bi-lingual programs (many boards will not sponsor them);
- iii) parents and pre-schoolers (the pre-schooler component is often not sponsored by boards and colleges);
- iv) senior citizens programs;

The Citizenship Branch should develop techniques for radio and television.

IV

THE ONTARIO ADVISORY COUNCIL ON MULTICULTURALISM

CURRENT STATUS

A major concern reflected many times in the minutes of the Advisory Council is that the "Public is not informed about what is possible and what is available" in this area.

Additional concerns of a recurring nature:

Education

- 1) Third language instruction *
- 2) Instruction of academic subjects in third language -
experiments only advocated - not pre-judged as "a social necessity".
- * (1) is complicated by the scarcity of teaching materials appropriate to the Canadian multicultural scene. Little of anything is available. Since the market for 3rd language materials is so small, there is no incentive for the commercial production of materials.
- 3) Study of world literature (a less frequent recommendation)
- 4) Multiculturalism as part of Canadian Studies course - guidelines and credit.
- 5) Accelerated sensitization of teaching profession, currently modest programs by Citizenship but without Ministry of Education complicity. Perhaps the Ministry of Education should be fostering this both as part of teacher training and in-service training.

Countering the Hate Campaign (Western Guard. etc.)

- pressure to have Telephone Act amended to curtail telephone hate messages.

Recurring item of discussion in the minutes but not touched on by Annual Report.

HERITAGE ONTARIO TWO?

Feedback small but preference seems to be for (June 14, 1974) "more

intimate gatherings, informal information type meetings."

"Most fruitful regional meeting was when a narrow focus (single issue) was taken" (September 19, 1974) specific workshops throughout the province.

Speakers Bureau on multiculturalism - certainly an excellent idea for Citizenship Bureau

The Council

Its liaison with many other groups but at present no formal liaison with Citizenship Bureau. This should be encouraged. In fact, Mr. Welch promised this at January 17 meeting with Council.

Libraries

Grant system to require collections to reflect ethnic make-up of populations served.

Multilingual Information Centres and mini Welcome Houses advocated.

Expansion in ESL & Settlement Services

Since the Federal Government takes the initiative in admission policy, it should carry the cost of settlement services and ESL. Cost sharing agreements are currently being renegotiated in Citizenship instruction and textbooks. The Province should push for greater Federal funding (currently 50%) and an expansion of coverage (to reception pre-schoolers language training, etc.)

Immigration Policy

Provincial means of controlling/distributing flow of immigration:

- 1) licensing for certain areas only
- 2) incentives in housing subsidies and/or services in areas of manpower needs.

V

PROPOSALS FOR GOVERNMENT ACTION

- (1) Major statement by the Government of Ontario on its commitment to Multiculturalism embracing all ethno-cultural groups in our society.
- (2) Specific enumeration of Government programs in this area in one document, outlining new initiatives in response to recommendations of various advisory groups.
- (3) Updated statement of Government organizations to serve this area.
 - a. New Division in Ministry of Culture and Recreation
 - b. Advisory Bodies - Native
 - Francophone
 - Multiculturalism
 - Interministry Committees
- (4) Increased funding in this area possible now via Wintario
 - a. Increased opportunities for Native peoples;
 - b. Increased opportunities for Franco-Ontarian activity;
 - c. Improvement in newcomer integration and assistance programs;
 - d. Improvement in ethnic heritage and intergroup development.
- (5) Follow-up seminars and workshops as part of a continuing process.

VI

CONCLUSION

HERITAGE ONTARIO FOLLOW-UP

It is proposed that a government statement be made reflecting the current status of multiculturalism in Ontario.

It is proposed that this statement be made by the Premier or the Minister of Culture and Recreation in the form of a major speech to an appropriate gathering. Once the speech has been made, it should be incorporated with suitable appendices, printed in the flipover English/French version, possibly utilizing the HERITAGE symbol on the cover, and disseminated widely across the province to newspapers, particularly the ethnic press, to all umbrella and cultural organizations (Anglo-Ontarian, Franco-Ontarian, Native and Ethnic), to municipal leaders, Members of Parliament, Members of the Legislature, senior civil servants, and to participants of the HERITAGE ONTARIO CONGRESS held in 1972. This report should also be made available to other governments in Canada, and appropriate excerpts should be made available for publications such as "Topical", "Newcomer News" and commercial and scholarly journals.

A series of workshops and seminars could be initiated in the fall detailing specific areas outlined by the Government's statement. It is apparent from reading the materials and participating in the events of the past several years that the Government and the communities are involved in an ongoing process of sharing and interaction. Thus, a Government statement will likely lead to renewed initiatives in an effort to help define the quality of life in Ontario, and perhaps even to a request for HERITAGE TWO. After all, culture really means only a ceaselessness of human activity.

GOVERNMENT STATEMENT

on

CURRENT STATUS OF MULTICULTURALISM IN ONTARIO

- I. Inform the public of the extent and nature of the Ontario Government's commitment to and support of multiculturalism.

- II. The Government of Ontario recognizes that multiculturalism of ethnocultural community pluralism is the nature of Ontario's society today and a part of our common heritage. Therefore, the Government has established policies and programmes to ensure equality and continuing growth of all ethnocultural communities which desire cultural development in Ontario.

- III. The Government's recognition of the rich diversity of our cultural traditions, involving the participation of all ethnocultural groups in our society, has the potential for developing better understanding and interaction among all constituent communities in Ontario.



